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ABSTRACT

The first part of the newsletter is devoted to three excerpts on higher education. Several solutions are suggested for reformation of education at the university level, including one of implementing a policy of allowing an interval period between leaving school and entering the university. The second part of the newsletter describes steps undertaken, either through educational legislation or otherwise, in 13 European countries. English articles describe such steps in Austria, Denmark, Federal Republic of Germany, Ireland, Netherlands, Norway, Scandinavia, Sweden, and United Kingdom. Reports about Belgium, Spain, France, and Switzerland are given in French. Some of the topics covered are teacher education, educational finances, cultural cooperation, university organization, special education, non-university sector, and economics of the Open University in England. (PS)

NEWS-LETTER FAITS NOUVEAUX

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PROSPECTS FOR THE FUTURE OF HIGHER EDUCATION

At a time when uncertainty on how to shape higher education policies is spreading, it may be appropriate to reflect on the fundamentals. We reprint therefore recent statements by Lord ROBBINS, the Chairman of the Committee which in 1963 produced a major policy document on higher education ; by Lord JAMES, Vice-Chancellor of York University and Chairman of the Committee which in January 1972 submitted a report on teacher education and training ; and by M. TROW, currently Director of the National Survey on Higher Education for the Carnegie Commission in the USA.

LORD ROBBINS : REFLECTIONS ON EIGHT YEARS OF EXPANSION IN
HIGHER EDUCATION

It is now eight years since the publication of the Report on Higher Education with its strong plea for expansion, and, what with the likelihood of an increase of demand very considerably greater than the projections of the Committee and the rumours of increasing difficulties in the market for the relevant skills, the time has clearly come for some review of recent history and prospects for the future.

The prediction that more means worse does not seem to me to have been justified. It is time for the faint-hearts to choose another target.

As to the talk of academic unemployment, let me say at once that I think it both exaggerated and premature. Nevertheless, I do recognise two dangers in this respect, dangers which, if not yet acutely manifest, certainly demand attention. They arise partly in the sphere of training, partly in the sphere of expectations.

The system of training in depth for first degrees as it has developed in recent years may be all right for the training of dons and high experts - though I see dangers of spiritual myopia even here. But it is not suitable for the training of the majority, who need versatility as much as depth and who are liable to disappointment if the world does not happen to want, in the anticipated numbers, the particular brand of specialised knowledge in which they have gained second or third class honours.

The second danger consists in the expectations of some students concerning the sort of job to which they are entitled on graduation. Society does not owe graduates a living at any level they choose to set. It is for them to demonstrate, in competition with others, that they have superior contributions to offer. And if they do not approach the labour market in this mood, disappointments are apt to follow.

It would be to lose all sense of proportion, however, to let dangers of the kind I have been discussing deflect public policy from the general principle of adequate expansion to meet the needs of those able and willing to benefit by it. Unsuitable degree courses can be changed and false expectations modified.

But while this certainly means that there should be no raising of standards to keep down the increase of numbers, it does not mean that the present methods of provision are immune from criticism or incapable of improvement. In fact, I believe that valid criticism can be made both in regard to finance and in regard to tests of motivation.

To begin with finance : I venture to submit that the time has now come when those who receive support for higher education should be required to make some repayment thereof if it results in identifiable material advantage. I used to think that debate about it could be postponed to the 1980's, by which time, I hoped, it would be recognised everywhere that superior ability deserves its chance. In the event, the habit has spread more rapidly than I expected and I see no reason for further delay in going over to a more equitable system.

This does not mean, however, a crude loan system. The loan system has a bad name because it imposes a burden whether there is success or failure. But Professor Prest of the London School of Economics has achieved the distinction of devising a system which at once avoids all these difficulties and seems from the administrative point of view to be easily practicable. Under this scheme, repayment is made through machinery of the Inland Revenue and only in so far and when there is positive evidence of gain. The social investment in human capital is financed, so to speak, on an equity basis.

My second suggestion for change is concerned with what it is customary nowadays to call motivation. There can be no doubt that, while in the majority of cases the expansion of recent years has opened the doors of learning to those who appreciate the process, it has also swept in a certain proportion of students who are fundamentally unhappy or at least lack the interest necessary to benefit.

My suggestion for dealing with this problem is therefore a radical one. Why should we not arrange an interval between leaving school and coming to the university during which the potential student may participate in the ordinary work of the world, however humble, learn what ordinary people are like, and come to know whether he (or she) has a real vocation for advanced study?

The rule I propose is that there should be no grants or advances for a fixed period after school-leaving. I have little doubt that, were it adopted there would be far less infirmity of purpose, far more appreciation of the privilege of the receipt of higher education than there is at present. Doubtless there would have to be exceptions. I would not urge the interruption of the careers either of musicians or of ace mathematicians whose excellence may well depend upon continuity of study. But for students of the majority of subjects, I can see nothing but good from such a regime.

Higher Education, Vol. I, No. 2

LORD JAMES: ON THE LIMITS TO GROWTH OF RESEARCH

In the sciences the research worker is carrying out an actual act of creation. The new facts that he so patiently establishes may be tiny elements in an edifice from which man may ultimately view the universe in an entirely new light.

In the arts and humanities this is not so. Too often the research has copied the techniques of the natural sciences. Energy which would have been better spent on reflection on the already known is devoted to the discovery of the new but essentially trivial.

And, indeed, in the whole field of research, and not only in the arts, we are approaching, if we have not already passed it, the point at which we cannot regard research as a self-justifying activity because there will simply not be enough qualified individuals to pursue even a fraction of the profitable lines which open before us.

We have to establish criteria of importance, a hierarchy of value among the possible things that we can find out, or even want to find out. We must have the courage to say that some things are simply not worth discovering, lest the pursuit of wisdom grind to a halt, stifled beneath a mountain of almost inaccessible and largely valueless truth.

I am anxious that I should not be too much misunderstood on this point, for I am no intellectual Luddite. There is a danger that the prestige of research may attract into it minds which would be better employed in the work of closer reflection on what is already known at one end of the scale, or in the day-to-day work of teaching at the other. There is the danger, too, that the prestige of the word "research" may distort our educational system by diverting it from the tasks of the exploration, the transmission and the reinterpretation of human values.

The Times Higher Education Supplement, 12-V-1972

MARTIN TROW: TOWARD THE UNIVERSITY IN DISPERSION

If we are moving to universal access to higher education, then the structural forms of our system, and of some of its constituent institutions, must begin to reflect both the greater numbers and the greater variety of students who will seek college education, training and credentials in the years ahead. The pressures for new forms and structures of higher education come from at least three sources :

- The very poor and culturally handicapped who have not in the past had either the aspirations or resources to attend a college or university. These pressures are both moral and political; the former work on and through the egalitarian values of academic men and politicians, the latter on their sense of emerging power relations, especially in our bigger cities.
- Adults who did not enter or complete college and who in mid-career find themselves wanting more education or better credentials and are no longer satisfied with existing forms of education or university extension.
- Involuntary students of college age, many from affluent middle class homes who though obliged to attend college, are not interested in the academic bookish studies that characterise existing programmes. These students often want to drop out of formal studies for a while, to travel or to work in some socially relevant field, and yet want a link to a college and to be able to make progress toward some kind of credential.

These different kinds of constituencies, needing different kinds of post-secondary education, emerge as part of the movement toward universal access. For them, even our highly diversified system of mass higher education is inadequate. These new constituencies, in their several ways, demand access to the resources of the colleges and universities, both on and off the central campus, but they want those resources deployed somewhat differently than they have been in most American colleges and universities.

The most important structural responses to these new constituencies and their demands are new programmes that encourage students to stop out for periods either before or during the college years, with guaranteed or easy re-entry; the provision of part-time adult education earning credits towards degrees in the central colleges of the university, using the facilities and faculty of the university proper rather than its extension services ; and the development of external degree programmes, involving degree-credit work taken largely through correspondence (often media-aided) courses on a part-time basis, on the model of the British Open University. In addition, the growth of field work courses and credits for various kinds of services and experience, work in the same direction - toward the "university in dispersion"-reaching and serving new constituencies without (or with less) regard to traditional boundaries, functions, or academic standards.

378"313"

International Review of Education, 1972, No. 1

PART TWO/DEUXIEME PARTIE

AUSTRIA: THE UNIVERSITY ORGANISATION BILL

In June the Federal Minister for Higher Education and Research, Dr. HERTHA FIRNBERG, submitted the University Organisation Bill to all bodies concerned for opinion. The Bill is intended to become effective as from autumn 1973.

This latest piece of university legislation in Europe originated, as did so many of its counterparts, from the 1968 crisis. After a parliamentary hearing on the situation at the universities in July 1968, a Higher Education Reform Committee was constituted. This was composed of professors, lecturers, students and parliamentarians and held 19 meetings between the end of 1968 and mid 1970. It dissolved after a clash of opinion over the problem of participation of students and assistants, without having produced the report expected from it. In summer 1970 the new Social-Democrat government set up a group of experts to draft

a bill on the reorganisation of the universities. On the basis of this draft the Higher Education Reform Committee resumed its deliberations in early 1971 and again dissolved a year later, in January 1972, still unable to agree on the participation issue. The Bill was thereupon finalised by the Ministry.

Main provisions of the Bill are :

- Student representatives will sit on all academic bodies, but there will be no uniform one-third parity: the students' voting power will differ according to the functions of the body concerned.
- All higher education institutions will be designated universities and will be headed by a rector (vice-chancellor) and an academic senate.
- Faculties will be smaller and therefore more numerous than hitherto.

The first ten articles of the Bill deal with the general principles. They confirm, on the one hand, freedom of teaching and research, as guaranteed by the Constitution, pluralism of academic opinion and methodology and autonomy of the university. On the other hand, they reformulate the traditional right of the State to exercise legal supervision over university administration and introduce a procedure of appeal and arbitration of which each member of the university can avail himself in case of dispute or grievance.

The members of the university are divided into four categories : university teachers, other academic staff, technical staff and students. The main classes of university teachers are the full professors and the newly introduced "extraordinary" professors (senior lecturers) who may be appointed after having acquired the *venia legendi* and having served at least three years at the university. The Bill also contains detailed regulations concerned with junior lecturers and assistants.

As for university organisation, the Bill distinguishes between three levels. The institute, the smallest unit of teaching and research, which as a rule will comprise several chairs, has a directorate and an assembly. The assembly consists of all university professors of the institute and of an equal number of elected representatives of the other academic staff and the students - e. g. 3 professors, 3 representatives of the academic staff and 3 students - and furthermore 2 representatives of the technical staff. The Assembly elects the institute's directorate which consists of professors only and decides on the statutes of the institute, decisions requiring a two-thirds majority.

A number of institutes working in related fields are grouped together to form a faculty. This is governed by a collegiate body which elects the dean, a full professor, and establishes the permanent committees (e. g. for budgetary matters, appointments). It decides by a two-thirds majority on the statutes of the faculty. It is composed of all university professors and of elected representatives of the other academic staff and of the students, their representatives each totalling half the number of university professors (e. g. 6 : 3 : 3) and furthermore of 2 representatives of the technical staff.

Finally there is the academic senate which is the highest university authority, responsible for co-ordinating and planning all university matters. It elects the rector who must be a full professor. The Senate consists of the rector and his deputy, the heads of the university administration, the head of the student council, one member each representing the various categories of academic and technical staff, the deans and a number of representatives of the assistants and the students each totalling half the number of the deans.

The rectors and deans each serve for a term of four years : one year as designate to the post, two years on the post and a fourth year as deputy and advisor to the new holder of the post. The members of the directorate of the institutes are elected for a two-year term. Simple majority of votes cast decides all elections.

The Bill finally contains stipulations on the Conference of Rectors which has the right to give an opinion on all university matters and on the Academic Council on which the parliamentary political parties, the employers' organisations, the trade unions, and the various categories of university teachers as well as the students will be represented. The Academic Council has to give its opinion on all bills and draft decrees before they are submitted to Parliament.

The Bill has been received - as was to be expected - with strongly worded opposition from the academic bodies and with dissatisfaction from the students. As a spokesman of the Ministry put it : if protest is equally strong, from the right and the left, then we may assume that we are moving on a good course.

37.014.3 : 378 (436)

Österreichische Hochschulzeitung, 1-VII-1972 ; v. M.

BELGIQUE : OU EN EST LA REFORME SCOLAIRE ?

M. P. VANBERGEN, Directeur Général à l'administration des études, Ministère de l'éducation nationale et de la culture française, vient de publier un article sur le développement de la réforme scolaire dont nous reproduisons les extraits suivants :

Dans l'ensemble du système éducatif belge, c'est l'enseignement secondaire qui s'est transformé le plus. Le mouvement s'est accentué lors de la mise en place de l'enseignement secondaire rénové qui a débuté, pour la partie francophone du pays, en septembre 1969. Avec l'enseignement secondaire rénové commence l'histoire de l'enseignement francophone de Belgique.

Pour ce qui est de la présentation générale de cet enseignement, les textes officiels et en particulier la circulaire du mois d'août 1971 stipulent :

Objectifs : Les objectifs de l'enseignement secondaire rénové sont fonction de la démocratisation des études, du progrès scientifique et technologique, des mutations économiques et sociales.

Il s'agit de concilier les exigences quantitatives et qualitatives, d'assurer à l'homme en même temps qu'une préparation spécifique à une profession que requiert une insertion active dans la société, une formation de base qui rende possible l'épanouissement de la personnalité et des conversions professionnelles.

Structures générales : L'enseignement secondaire s'étend sur six années. En ce qui concerne la subdivision en niveaux, l'enseignement secondaire comprend successivement trois degrés de deux ans.

Cette répartition des études en trois degrés permet :

- au premier degré : l'observation
- au deuxième degré : l'orientation
- au troisième degré : la détermination.

Cette structure répond aux préoccupations suivantes :

- unité de l'enseignement secondaire et souplesse de son organisation ;
- suppression des clivages entre les types d'enseignement, les sections d'études, c'est-à-dire entre les enfants, le choix des études étant souvent déterminé, par ailleurs par le milieu socio-culturel ;
- répartition des études en degrés permettant successivement l'observation et l'orientation, c'est-à-dire un choix mieux fondé et différé le plus possible.

Formation : La formation individuelle comprend :

- une formation de base comportant les fondements de toutes les disciplines, décloisonnées et interférentes, dispensées à tous les élèves mais différenciées progressivement en rapport avec les goûts et les aptitudes individuelles par une formation optionnelle introduite progressivement et dont le choix est susceptible de modification ;
- des activités complémentaires sans programme strict, et de nature à favoriser la recherche des intérêts et des aptitudes des élèves, à développer leur créativité ;

- des activités entièrement libres particulièrement révélatrices des goûts de l'élève et susceptibles, tout en le préparant à des loisirs valorisants, de lui permettre de compenser les handicaps socio-culturels : ces activités favorisent aussi la créativité ;
- des rattrapages visant à compenser une déficience d'origine socio-culturelle ou un déficit occasionnel dans les disciplines principales, ou à compenser les décalages dus à des changements optionnels.

L'opération de rénovation de l'enseignement secondaire se poursuit activement puisque, en cette troisième année d'application de la réforme, 137 écoles de l'Etat (sur un total de 281) et 101 écoles subventionnées y sont engagées.

L'enseignement primaire rénové

Parallèlement a été entamée, en septembre 1971, une rénovation de l'enseignement primaire. Jusqu'à présent, seule la première année est concernée par cette réforme, dans un nombre très limité d'établissements (26 écoles de l'Etat et 57 écoles communales), et pour deux branches fondamentales : la langue maternelle et la mathématique.

L'enseignement préscolaire

L'enseignement préscolaire n'est pas obligatoire, mais il est fréquenté par 95 % des enfants âgés de 3 à 5 ans, et pratiquement par la totalité des enfants âgés de 5 ans.

Ici aussi, il est apparu qu'une réforme fondamentale s'imposait. Les travaux ont débuté il y a plus d'un an et il est vraisemblable que des textes importants, définissant les orientations nouvelles et donnant des contenus nouveaux d'activités, pourront être diffusés avant septembre 1972.

La tendance prévaut de considérer que la charnière des 6 ans (début de la scolarité obligatoire) ne doit pas constituer une rupture et qu'il faut plutôt considérer une classe d'âge de 5 à 7 ans, pour laquelle l'enseignement préscolaire accentuera ses visées éducatives (ce qui n'a rien à voir avec des ambitions d'acquisition sur le plan cognitif), tandis que l'enseignement primaire fera un plus gros effort d'adaptation à l'évolution des enfants de cet âge, évolution qui reste très disparate.

Tendances générales

Le vaste mouvement d'évolution et de transformation qui anime présentement notre enseignement, s'oriente selon un certain nombre de tendances assez convergentes, parmi lesquelles on peut relever plus particulièrement :

1. Le souci d'aborder franchement les problèmes nés de ce qu'il est convenu d'appeler la démocratisation des études, et par conséquent, de favoriser celle-ci.
2. La conviction de plus en plus répandue, que les programmes ne doivent plus consister essentiellement, en des énoncés de matières, mais plutôt se présenter comme une détermination d'objectifs éducatifs, qu'il conviendrait d'assortir d'une description des comportements souhaités.
3. Le désir de garder constamment le contact avec le milieu naturel et humain (ce qui impose le décloisonnement des activités) et d'axer une bonne partie de l'enseignement sur l'aptitude à reconnaître les problèmes, à les poser correctement et à y trouver des solutions adéquates : ces problèmes seront des problèmes concrets, ceux que la vie présente aux hommes en général et aux élèves étudiants de tel ou tel âge en particulier.
4. Le sentiment que l'éducation scolaire doit être conçue comme une guidance, ce qui implique la prise en charge de la totalité des problèmes humains et une action de soutien individuelle qui doit pouvoir aller jusqu'à l'aide personnelle dans les problèmes socio-affectifs ; dans cette optique, la mise en place d'un système de concertation entre enseignants (par le moyen du conseil de classe) et la confrontation des points de vue des enseignants et des spécialistes des centres psycho-médico-sociaux, est essentielle.

5. Un courant, assez puissant, qui tend à substituer à la notion de jugement, celles de constatation et d'interprétation correcte et à remplacer les examens par un système d'observation et d'évaluation continues.
6. Un accord de plus en plus large sur la nécessité de mettre en place un système de participation.
7. L'idée, que l'enseignement tout entier doit se présenter comme une recherche, et se développer sur le modèle de la recherche. Ceci concerne l'attitude du professeur vis-à-vis de son métier, mais aussi la didactique utilisée.

37.014.3 (493)

Information, N° 4/1972 ; B. M.

DENMARK : EXTENSION OF COMPULSORY EDUCATION ENACTED

With 123 votes and 23 abstentions the Danish Parliament recently passed the Act extending the compulsory school age, as had been proposed by the Minister of Education, Mr. Knud HEINESSEN (see News-Letter 2/72). In the parliamentary process some amendments had been made to the Bill, especially by the Committee of Education, but all its principal provisions remain intact as originally proposed.

The Act entered into force on 1st of April 1972. Under its provisions education becomes compulsory for every child with effect from the 1st of August in the calendar year in which he reaches his seventh birthday, and continues to be so until the 31st of July in the year in which he will have received regular formal instruction for a period of nine years. However the period of compulsory education terminates no later than on July 31st in the calendar year in which the child reaches its 17th birthday, or has completed the 9th year of the Folkeskole (combined primary and lower secondary school), or an education regarded as being of an equivalent level.

The School Board may, at the request of the parents, authorise a pupil, who has reached the end of the 7th school year to complete the remainder of his compulsory education either partly or fully by vocational training, if this is considered to be in the pupil's best interests. The School Board may likewise, at the request of the parents, release a pupil from compulsory education after he has completed seven years of education, if there are special circumstances which indicate that this may be in the pupil's best interests.

The provisions of the new legislation concerning the length of compulsory education do not apply to pupils who complete their education on or before July 31, 1972 in compliance with previous provisions, or who complete the 8th year of the Folkeskole by the same date. This means, in effect, that the 9-year period of compulsory education does not enter into force until the beginning of the 1973/74 school year.

37.014.14 (489)

Nordisk Kontakt No. 7/1972 ; T. E.

ESPAGNE : DIFFICULTES ET DURCISSEMENTS

Le sous-secrétaire du Ministère de l'éducation et des sciences et quatre directeurs généraux ont été relevés de leurs fonctions à la suite d'une décision prise lors du Conseil des Ministres fin juin. Ces destitutions qui touchent tout l'"état-major" du Ministère seraient dues, croit-on savoir, au cuisant échec qu'a subi, dès sa mise en application, l'ambitieuse loi sur l'éducation nationale approuvée par les Cortès en août 1970 (cf. News-Letter 4/70) ainsi qu'à l'agitation universitaire qui n'a guère cessé tout au long de l'année scolaire.

M. Ricardo DIEZ HOCHLEITNER, le sous-secrétaire sortant, membre du comité exécutif de l'UNESCO, est, à quarante-cinq ans, le spécialiste espagnol en matière d'éducation le plus connu hors de son pays.

Il est considéré comme le "père" de la nouvelle loi d'éducation nationale, dont l'application a été à peine commencée. Les Cortès ont été, en partie, responsables de cet échec, car elles n'ont pas voté l'impôt qui devait être prélevé sur les entreprises en vue de financer partiellement la loi. Si la réforme paraît "techniquement" parfaite, bien de ses détracteurs assurent que dans les circonstances socio-politiques et économiques actuelles, l'Espagne ne peut pas en assumer la charge.

Le gouvernement a désigné comme nouveau sous-secrétaire d'Etat, M. Rafael MENDIZABAL ALLENDE, magistrat à la Cour suprême. Enfin, la nomination de M. Luis SUAREZ FERNANDEZ, recteur de l'Université de Valladolid, considéré comme le plus "dur" de tous les recteurs, au poste de directeur général des Universités et de la recherche, confirme l'hypothèse d'un durcissement.

37.014 (460)

Le Monde, 25/26-VI-1972 ; M. B.

FRANCE : RAPPORT SUR LA CONDITION ENSEIGNANTE DANS LE SECOND DEGRE

La commission des "sages", présidée par M. Louis JOXE, ancien ministre, vient de rendre public le rapport sur la condition enseignante dans le second degré que lui avait demandé le ministre de l'éducation nationale, en novembre 1971 (cf. News-Letter 5/71 et 6/71). Ce document de cent soixante quatre pages dépasse en fait largement une simple analyse du malaise des enseignants, puisqu'il recommande une réforme profonde de l'enseignement secondaire, reposant notamment sur l'autonomie pédagogique des établissements et la création de véritables communautés éducatives. Les membres de la commission ont en effet estimé que ce malaise s'exprimait sur trois plans : le rapport pédagogique avec les élèves, l'insertion des professeurs dans l'établissement et leurs relations avec l'administration. La commission a conclu son rapport en énonçant dix principes et dix-huit recommandations qui concernent les établissements et les enseignants et dont voici un résumé.

LES ETABLISSEMENTS

- Aucun établissement scolaire ne doit dépasser un effectif de sept cents à huit cents élèves.

Les établissements comportant des effectifs nettement supérieurs seront divisés en "unités administratives" de cette taille. Chaque établissement public ainsi constitué se subdivisera en "unités pédagogiques" d'une centaine d'élèves.

- Chaque établissement reçoit liberté d'initiative dans le cadre d'objectifs pédagogiques nationaux.

Les objectifs pédagogiques nationaux sont de deux sortes :

- un objectif commun d'instruction et d'éducation générale : acquisition des connaissances de base, compréhension et maîtrise de l'environnement physique, technique, social, économique, culturel, politique, développement de l'autonomie personnelle, apprentissage de la relation sociale et du travail en équipe ;
- un objectif particulier à chaque établissement : options pouvant consister en l'approfondissement des matières de base ou en l'initiation à des connaissances nouvelles ouvrant l'accès à des spécialisations ultérieures.

La liberté d'initiative porte en particulier sur l'organisation et les méthodes pédagogiques. Elle permettra notamment l'utilisation, à côté des leçons de type traditionnel, de présentations audio-visuelles, de travaux en petits groupes, de visites, d'exposés ou travaux pratiques, de tâches choisies par les élèves (travaux de clubs, d'activités périscolaires).

- Les établissements organisent librement leurs horaires hebdomadaires, dans le cadre d'allocations annuelles par discipline. Cette mesure a notamment pour but de favoriser les travaux interdisciplinaires et la participation des professeurs aux activités socio-éducatives. Dix pour cent de l'horaire annuel resterait à la disposition des établissements et ne ferait pas l'objet d'une définition nationale. Chaque établissement peut, en outre, organiser pour ses élèves des stages et autres activités éducatives externes, des cours pour les adultes, et passer des conventions avec des organismes culturels, sociaux et des entreprises publiques ou privées.
- Une autonomie de gestion, reposant sur l'allocation d'une enveloppe budgétaire globale.
- Chaque établissement est doté d'un centre documentaire. Les laboratoires, ateliers et toutes installations nécessaires à des travaux expérimentaux et techniques ou à d'autres activités de caractère concret doivent également être développés.
- Au sein des unités pédagogiques, les élèves sont pris en charge par des équipes éducatives pluridisciplinaires. Cette organisation serait mise en oeuvre, dans un premier temps, au niveau des sixièmes actuelles (première classe du secondaire). Des professeurs-coordonnateurs assument l'animation générale des équipes pédagogiques, des professeurs-conseillers ont mission de guider et d'aider les élèves dans leurs études et leur orientation, et enfin, la fonction de surveillance fait place à une fonction d'animation et d'aide éducative. Les professeurs et conseillers d'éducation sont secondés pour la discipline et l'animation de la vie scolaire par des assistants recrutés et préparés en vue de cette double tâche.
- Discipline. Le conseil d'administration établit le règlement intérieur de l'établissement. Les sanctions légères sont proposées par l'équipe pédagogique, le chef d'établissement statue en dernier ressort. Les sanctions plus graves reviennent au conseil de discipline.
- Choix du chef d'établissement. Il repose essentiellement sur des qualités de caractère, une compétence pédagogique générale, une compétence suffisante en matière de gestion.
- Les locaux et les matériels doivent être l'objet d'un plan échelonné mais systématique d'adaptation.
- Transformation de l'organisation des examens et de la conception de leurs épreuves. Une commission ad hoc doit être chargée d'étudier la modification des modalités d'obtention du baccalauréat et des diplômes techniques de fin de scolarité secondaire (ou leur remplacement) délivrés par les établissements.
- Création d'établissements d'essai, constitués par des équipes de maîtres volontaires. Ces établissements se caractérisent par l'essai systématique de formes nouvelles d'encadrement et d'animation pédagogique, l'expérimentation de nouveaux modes d'examen, la diffusion des méthodes ainsi éprouvées par des stages de perfectionnement organisés au sein de l'établissement pour d'autres équipes professorales.

LES ENSEIGNANTS

- Une formation initiale et continue profondément transformée. La préparation des enseignants à leur métier suppose une filière d'études spécifiques associant la connaissance de la (ou des) matières à enseigner ; des connaissances générales sur l'homme, l'enfant et la société ; des exercices visant à développer l'aptitude à gérer des groupes scolaires, à monter des exercices d'apprentissage, à travailler et à faire travailler en équipe ; une formation pratique et des concours de recrutement adaptés. Elle demande une sensibilisation préalable aux exigences physiques et affectives de la fonction enseignante, des tests devant permettre d'écarter les candidats inaptes. Elle suppose enfin une formation continue comprenant notamment des stages ou périodes de recyclage.
- L'unification progressive des corps enseignants du second degré doit être immédiatement mise en oeuvre par voie de qualification et de promotion internes. La commission propose d'instituer un corps unique, divisé en deux grades : professeur certifié et professeur agrégé. L'agrégation prendrait le caractère d'un

concours interne de promotion, subi après passage dans une institution de perfectionnement. Les enseignants des autres corps du second degré auraient accès à ce corps unique par voie de qualification et de promotion internes.

- Une aide sociale accrue en faveur des enseignants. Accroissement des logements en location, aménagement du mi-temps, organisation d'aides familiales et de crèches, possibilité de retraite progressive.
- Une nouvelle définition des obligations de service. Celle-ci doit couvrir non seulement les heures de cours traditionnelles mais tous les autres modes d'enseignement. Dès lors, la définition des obligations horaires se précisera d'abord dans les établissements d'essai puis, dans des établissements ou des unités pédagogiques volontaires.
- Une nouvelle procédure de notation. La liberté pédagogique des établissements et l'institution d'équipes pédagogiques rendent impraticable la notation individuelle des enseignants par une inspection générale. Il faut donc rendre au chef d'établissement la responsabilité de proposer aux autorités académiques la note individuelle de chaque professeur. La notation par l'inspection générale subsisterait en appel, ainsi qu'en matière de promotion de grade.
- Une nouvelle définition du rôle de l'inspection générale. Le ministre charge les inspecteurs généraux de toute mission ou étude concernant le fonctionnement du système éducatif : appréciation critique des objectifs, des résultats du niveau de l'enseignement, examen des transformations en cours et des réformes nécessaires. Ces travaux aboutiraient à des rapports généraux et périodiques de synthèse publiés ; contrôle global des établissements scolaires à gestion décentralisée ; participation à l'innovation pédagogique et à la diffusion des résultats ; médiation entre les professeurs et les services administratifs.
- Une nouvelle formation des cadres et agents administratifs. Il serait souhaitable, en effet, qu'une part des personnels à statut administratif de l'éducation nationale soit recrutée parmi de jeunes membres de l'enseignement.

371, 15 (44)

Le Monde, 27-VI-1972 ; C. P.

FRANCE : REFORME DE L'ENSEIGNEMENT DE LA LANGUE MATERNELLE

M. Pierre EMMANUEL a présenté, début juin, le texte d'orientation adopté par la Commission de réforme de l'enseignement du français, qu'il préside depuis sa création, en mai 1970. Les auteurs de ce texte ont toutefois souligné son caractère provisoire et indiqué qu'ils s'estimaient encore loin du terme de leurs travaux : c'est seulement l'année prochaine que des suggestions pratiques seront présentées au ministre, et dans deux ans, sans doute, que "l'architecture du projet sera achevée".

Divisé en cinq chapitres, ce document s'inspire largement de l'esprit du plan ROUCHETTE (du nom de son auteur, l'inspecteur général Rouchette) pour la réforme de l'enseignement du français à l'école élémentaire, mais en lui donnant une portée plus générale, puisque cette orientation sera désormais étendue à l'ensemble de l'enseignement primaire et secondaire.

Dans le second chapitre intitulé : "Principes généraux de l'étude de la langue", la commission estime que c'est la langue d'aujourd'hui qu'il importe de faire connaître - "la langue qu'on écoute, parle, lit, écrit, ici et maintenant". Une telle conception ne traduit pas le refus de la langue du passé, mais la volonté de donner à l'enfant les moyens de se situer dans le monde d'aujourd'hui et d'en dominer la complexité.

"L'entraînement à l'expression orale et l'entraînement à l'expression écrite revêtent une égale importance, et il ne saurait être question de favoriser l'un au détriment de l'autre".

Cependant, l'acquisition de la maîtrise du langage, bien que fondamentale, ne saurait suffire. Il faut ménager des "temps d'apprentissage" de la langue, et c'est pourquoi "la commission accorde la plus grande attention à l'orthographe, la grammaire et le vocabulaire ... L'enseignement de la langue devra, d'autre part, obéir au principe de progression et de continuité durant toute la scolarité jusqu'aux classes terminales

incluses. De plus, il apparaît fondamental de conduire progressivement l'élève du langage plus ou moins spontané qui est le sien, à un langage plus élaboré".

Dans son chapitre trois sur l'étude des textes, la commission insiste sur la nécessité de "laisser une large initiative aux maîtres dans le choix des programmes et des méthodes". Cependant, pour éviter l'anarchie autant que la routine, "la commission envisage d'élaborer des indications générales à la fois cohérentes et progressives qu'il appartiendra ensuite au conseil d'enseignement de chaque établissement de préciser, d'adapter et d'harmoniser selon les besoins".

La commission estime, en outre, que le maître devra découvrir de nouveaux moyens de susciter l'intérêt des élèves. A propos des textes de théâtre, en particulier, il est recommandé "qu'ils soient étudiés - si possible avec le concours de spécialistes - dans la perspective du jeu dramatique. Le professeur de français pourra, d'autre part, être amené à recourir à des textes et à des documents non spécifiquement littéraires, qui serviront, par contraste ou par comparaison, à mieux dégager le caractère propre des textes littéraires ... Dans le même esprit, les productions audio-visuelles, les créations artistiques, picturales, musicales, scéniques, pourront accompagner avec profit l'étude des oeuvres et mieux faire saisir ce mode d'expression particulier qu'est la littérature". Plutôt que d'imposer une documentation toute faite, le maître s'efforcera "d'éveiller la curiosité et d'encourager les initiatives sous forme d'enquête ou d'exposé".

Enfin, la commission a formulé diverses propositions recommandant notamment la collaboration du maître avec les psychologues scolaires, la réduction des effectifs des classes, l'ouverture de l'école à l'animation culturelle, la mise en place de groupes de niveaux, la redéfinition du service des enseignants, le remaniement des modalités de recrutement des futurs enseignants, le renforcement de la formation des maîtres. Ceux-ci devraient être initiés aux disciplines nouvelles -linguistique, psychologie, sociologie de l'éducation -, au travail en équipe et avoir des contacts avec des milieux professionnels autres que ceux de l'enseignement.

"La mise en application d'un nouveau type d'enseignement du français ne peut se faire, conclut la commission, par la seule vertu d'un décret ... Elle exige un effort considérable de la nation qui devra progressivement dégager les moyens financiers et humains nécessaires pour assurer la formation initiale et permanente des maîtres".

372.88 (44)

L'Education, 8/15-VI-1972 ; C.P.

FRANCE : ORGANISATION DE LA RECHERCHE ET DE L'EXPERIMENTATION PEDAGOGIQUES DANS LES ETABLISSEMENTS SCOLAIRES

Afin de répondre aux besoins souvent exprimés d'un statut des établissements expérimentaux et pour améliorer les conditions de mise en oeuvre d'une véritable politique de recherche, deux textes ont été publiés en juin par le chargé de mission à la recherche pédagogique. Il s'agit d'un décret et d'un arrêté dont les grandes lignes sont les suivantes :

Deux types d'établissements expérimentaux. Suivant la nature et l'importance des expériences qui y sont organisées, les établissements expérimentaux seront classés en deux catégories :

- établissements expérimentaux de plein exercice, désignés par arrêté ministériel pour une période de cinq ans, renouvelable. Dans ces écoles, collèges et lycées, seront menées des opérations de caractère global, portant sur la totalité ou du moins sur une partie importante de l'activité éducative. Seules les familles volontaires y feront inscrire leurs enfants,
- établissements chargés d'expérimentation où seront conduites, dans une partie des classes, des expériences limitées dans leur consistance et dans leur durée.

Conventions et contrôle scientifique. Des conventions conclues entre les établissements et des institutions spécialisées en matière de recherche pédagogique fondamentale ou appliquée garantiront la valeur scientifique des actions entreprises et l'évaluation objective des résultats obtenus.

Il est souligné dans le texte que la recherche est distincte de l'innovation : celle-ci relève de la libre initiative de chaque enseignant et de chaque établissement. La recherche, par contre, est une activité de caractère scientifique qui nécessite l'intervention de personnes particulièrement qualifiées.

Le système de conventions proposé est souple : elles pourront être passées avec l'Institut National de Recherche et de Documentation pédagogiques (I. N. R. D. P.), mais aussi avec des universités et devront être approuvées par le ministre.

Les dérogations. Suivant la nature des expériences, il pourra être dérogé aux règles communes concernant l'organisation interne des établissements, les horaires, les programmes et les méthodes. Il est prévu que ces dérogations pourront s'étendre aux examens.

Le conseil de perfectionnement. Il existera dans les établissements expérimentaux de plein exercice des conseils de perfectionnement où seront représentées les collectivités locales, les enseignants, les élèves, les associations de parents d'élèves, etc. Le conseil de perfectionnement sera appelé à formuler des avis sur toutes les questions intéressant l'organisation et le déroulement des activités de recherche dans l'établissement.

Les moyens. Les établissements d'Etat expérimentaux de plein exercice ou chargés d'expérimentation pourront bénéficier de dotations particulières en emplois, crédits d'équipement et de perfectionnement. Pour les établissements expérimentaux de plein exercice nationalisés, le montant de la subvention versée par l'Etat à titre de participation aux dépenses de fonctionnement couvrira les dépenses supplémentaires résultant des activités spécifiques de recherche pédagogique.

Un troisième texte, actuellement en préparation, fixera les dispositions de caractère statutaires applicables aux personnels en poste dans les établissements considérés. Le Ministère de l'Education nationale disposera alors d'une véritable charte de l'expérimentation pédagogique, qui permettra d'organiser les expériences dans les conditions garantissant leur continuité et leur valeur scientifique.

37.018.58 (44)

Service de Presse de l'Education Nationale, 12-VI-72;C.P.

FEDERAL REPUBLIC OF GERMANY : SECOND FRAME PLAN FOR POST-SECONDARY EXPANSION

In June the Higher Education Frame Bill was passed by the Federal Parliament's Education Committee with a one vote majority of 13 : 12. It is now on the Parliament's agenda, but there is no hope of its being enacted. The opposition musters a majority in the Second Chamber and the Parliament itself is under time pressure in view of the forthcoming elections in December. Thus the attempt to reach an agreement at the national level between the political parties and the Federal and Länder Governments on the organisational reform of post-secondary education which has kept politicians and experts busy since 1970 (cf. News-Letter 4/70, 1/71 and 6/71), has failed. The Länder continue to follow different and irreconcilable reform policies according to what party holds power in the respective Land. On the other hand, the expansion of post-secondary education has systematically and very successfully been carried out in co-operation between the Federal and the Länder Governments.

The second frame plan for post-secondary expansion, which covers the period 1973-76, was published in late June. It follows the first plan for 1972-75 (cf. News-Letter 5/71), reviews its implementation and

carries the plan on. Whereas the first plan dealt only with the 40 universities, the planning procedure has now been extended to include all technical colleges, teacher training colleges and colleges of arts and music - the whole field of "18/19 + education". The planning procedure is as follows : The Länder governments which maintain all post-secondary institutions, submit their building and expansion projects to the Federal Government for joint financing. The Academic Council gives its opinion on each individual project and, if the opinion is a positive one, the Planning Committee, which is composed of officials of the Federal and Länder administrations, decides on the phasing and financing of each project. As a rule, half of the cost is born by the Federal Government and the financial provisions are made accordingly in the draft budgets of the Federation and the Länder on which the Parliaments of course have the last say.

The second plan expects that the total number of students in post-secondary education under present admission conditions will rise from 587,411 in 1970/71 to 745,170 in 1976, as follows :

	<u>1971</u>	<u>1976</u>	
Universities	369,330	476,396	574,740
Teacher Training Colleges	93,159		
Colleges of Arts and Music	13,907		
Technical Colleges	111,015	170,430	
TOTAL :	<u>587,411</u>	<u>745,170</u>	

The figures for 1976 were estimated per individual Land on the basis of the expected number of German first year students (1976 : 171,560 or 20.6 per cent of the age group) and of foreign students, and by multiplying these figures by the expected duration of studies in the various subjects. The average duration of studies in the universities, teacher training colleges and colleges of arts and music will in 1976 still be 5 years and 3.3 years at the technical colleges. The calculation was complicated, inter alia, by the fact that after their final examination a growing number of students at the teacher training colleges take degree or doctoral courses at the colleges or universities and that an ever-increasing percentage of students at technical colleges continue their studies at the technical universities.

The building and expansion programmes approved under the second plan will result in a considerable increase in study places. A study place is assessed at 4 - 4.5 sqm in the humanities and at 15 - 18 sqm in science, technology and pre-clinical medical studies. In 1971 there existed a total of 392,560 such study places in all post-secondary institutions (as compared with 587,411 students actually studying) and up to 1976 approximately 240,000 study places will be newly created, thus raising the available study places to a total of some 632,000.

The over-crowding of post-secondary institutions will therefore continue as the expected number of students is 745,000, but there will be a slight improvement as compared with the present situation.

The second plan revises the budgetary provisions contained in the first plan and carries them on to 1976. The figures are as follows :

Capital investment for the expansion of post-secondary education

- in million DM and at 1971 prices -

	1971	1972	1973	1974	1975	1976
Länder	1,230	1,885	2,379	2,838	2,632	2,396
Federation	1,270	1,600	1,800	2,000	2,000	2,000
TOTAL :	2,500	3,485	4,179	4,838	4,632	4,396

37.014 : 378 (430.1)

Draft of the Second Frame Plan ; v. M.

FEDERAL REPUBLIC OF GERMANY : RECOMMENDATION ON SPECIAL EDUCATION

The Standing Conference of West-German Ministers of Education published in June a recommendation on special education (Empfehlung zur Ordnung des Sonderschulwesens, p. 38) which was approved by the Conference in March 1972. The recommendation was prepared by a committee of experts set up by the Conference in January 1970.

The recommendation is in two parts : the first part gives general guidelines for special education and the second part contains guidelines for each of the ten types of special school.

In defining the objectives of special education the recommendation stresses that special education is foremost an individualised education for those pupils whose handicaps are so severe that they cannot or cannot yet be educated in the normal school. Special education aims at ensuring the optimum development of the handicapped. Its ultimate goal is the integration of the handicapped into society and work life, but care must be taken to strike the right balance between the therapeutic elements and the learning contents of special education.

The recommendation asks that special schools should be established for each of the ten types of handicapped pupils, prescribes the minimum teacher : pupil ratios and indicates that according to the latest surveys the average percentage of handicapped pupils in the total population of compulsory school age may be expected to be as follows :

	<u>Percentage</u>	<u>Teacher : Pupil ratio</u>
1. Blind	0.01	1:10
2. Deaf	0.05	1:8
3. Mentally handicapped	0.6	1:8
4. Physically handicapped	0.2	1:6/10
5. Pupils with major learning difficulties	4.0	1:16
6. Hard of hearing	0.18	1:10
7. Poor sighted	0.10	1:12
8. Pupils with major speech defects (speech therapy out-patients)	0.5 (1.0)	1:12
9. Pupils with major behavioural difficulties	1.0	1:12
10. Long-term hospital cases	varying	varying
TOTAL :	7.65	

An average percentage for the long-term hospital cases who must receive instruction and special education at hospital cannot be given ; their number is, as experience has proven, not negligible and has to be added to the above figures. This implies that up to some 10 per cent of the compulsory school population may need special education.

The recommendation stresses the necessity to create within the school guidance system a service under special education teachers to advise parents of handicapped children continuously on therapeutic and educational problems in the pre-school, school and post-school phase of their children's development. This special service should be available in all bigger cities. Furthermore, the recommendation contains suggestions on how a handicapped child should be transferred from the normal school to the special school and vice versa. Particular attention is paid to the vocational training of the handicapped, on which detailed recommendations are offered. Finally the question is raised as to how far the individualised education which comprehensive schools intend to offer can help to integrate the handicapped into the normal school.

IRELAND : DEVELOPMENT OF THE NON-UNIVERSITY SECTOR

Mr. M. O'KENNEDY, Parliamentary Secretary to the Minister for Education, said recently that if a third-level, non-university sector of education had any justification for a separate existence, it could lie only in the degree to which it was responsive to the needs of the economy.

Mr. O'KENNEDY warned that if universities failed to fulfil their responsibilities to the community, they might well place their academic freedom and autonomy in jeopardy. He added that there was no intention on the part of the Government or the Department of Education to filch from the universities the freedom which they enjoyed at present. There was, however, a need to adjust the social demand for university education to the requirements of the economy as a whole. A large surplus of graduates in a particular faculty meant that precious financial resources had been wasted, and that young people were being brought along an academic road at the end of which they would meet with disappointment and frustration.

The first task of regional technical colleges and technological colleges, which were greatly expended in the last decade, was to provide an opportunity for young people and adults to acquire and develop the skills needed for economic progress. A second function, and one which distinguished this type of education from mere training, was the way in which it must ensure that immediate employment needs were moderated by longer-term educational objectives. Thirdly, this sector of education should provide a stimulus to industrial and economic growth in its region.

According to Mr. O'KENNEDY, perhaps the largest single factor bedevilling the Irish education system was the extent to which it structured itself in a hierarchichal manner with one single route to the top, predominantly through an academic education. If the third-level, non-university sector did not succeed in identifying and cultivating alternative routes, then it would have failed in one of its most important tasks.

378.6 (417)

The Irish Times, 1-V-1972 ; W.F.B.

NETHERLANDS : SCHOOL AND UNIVERSITY FEES

Two important bills concerning the raising of school and university fees are at present under consideration in Parliament.

Bill concerning course and school fees in secondary education

Since 1953 no fees have been charged during the period of compulsory schooling and fees became payable only from the third year of secondary school on. The Government is of the opinion that this state of affairs does not correspond to present realities. There has been an unchecked rise in parental incomes ; access to education has been broadened considerably, and yet the authorities must be in a position to improve constantly the education system and to implement an effective budgetary policy.

It is this line of thought which has led the Ministers concerned to prepare this bill which will introduce school fees for all children attending day secondary school. Evening class fees and fees for other special courses will also be increased. During the 1972/73 academic year these measures are expected to bring in Fl. 80 million (1,000 Fl. equal at present approximately 1,580 French Francs).

Parental income will, however, be taken into consideration and a large number of exemptions will be granted. In calculating the amount of fees to be paid per pupil, the Ministers made use of the existing system which is based on personal income. Reductions will be granted to those families which have several children in secondary school or university, as illustrated in the following examples :

Taxable income	School fees for 1 child ^x	2 children ^x	3 children ^x	4 children ^x
Fl. 12,240	Fl. 54.00	-	-	-
13,200	61.00	-	-	-
15,000	75.00	68.00	57.50	-
16,200	89.00	78.50	68.00	57.50
18,000	106.50	92.50	82.00	71.50
24,000	173.00	162.50	148.40	134.50
40,000	428.50	411.00	390.00	372.50

(^x as recognised for tax purposes)

The tax offices will be responsible for collecting the school fees.

Bill concerning the increase of registration and course fees in higher education

During the last 20 years the number of students has more than tripled (from 29,700 in 1950 to 102,000 in 1970/71) and the cost of higher education has gone up 36 times. Should the tax payer alone have to bear this rising cost ? The Ministers of Education contend that, as the student is free to choose his course of studies from which he will be able to derive substantial profit, it is only fair that he too should contribute towards the cost of his studies. Fees will in general be increased fivefold. Registration fees will be Fl. 100 and course fees Fl. 1,000. As a result of the increases, income from these sources is expected to reach Fl. 60 million.

At the same time the system of scholarships and grants will be overhauled and improved. It is envisaged that half of the extra amount produced by the increases in fees will be used to provide scholarships and grants. A student in whose family there are, in addition to himself, two children at school, will be eligible, according to the new regulations, for a study grant so long as his parents' income does not exceed Fl. 34,000 - until now the ceiling has been Fl. 21,000. If there are more children, then the ceiling is raised. The maximum grant that a student may obtain for one academic year is Fl. 6,765.

Several categories of student will see their course fees reduced or removed, for example doctoral candidates preparing a thesis. There will be special regulations concerning the payment of fees for students in certain evening or Saturday classes.

These two bills have led to an outcry by parents, students and the teaching profession. It has been claimed that the measures envisaged are diametrically opposed to the goal of education for all. It has even been claimed that enactment of these bills will mark a step backwards in education in the Netherlands.

At the end of June, the permanent committee for education and science in the Second Chamber discussed the Bill with interested parties. A marathon hearing, lasting 12 hours, received the evidence of 30 different groups, including student organizations, and there was strong criticism even from elements in the coalition Government. Finally both chambers of Parliament enacted the Bill although with a rather small majority.

371.22 + 378.142 (492)

Uitleg Nos. 285, 286, 288 ; A.A.

NORWAY : REFORM OF TEACHER TRAINING

A Bill proposing a reform of the training of teachers for the 9-year compulsory comprehensive school (grunnskole) was recently presented to Parliament, and it is expected that it will be enacted before the present session adjourns.

The principal change which the new Bill proposes is that all training programmes for those who wish to qualify as teachers in the 9-year compulsory comprehensive school established by law in 1969 (cf. News-Letter 4/70 and 5/70) will be of three years duration. Hitherto the training of teachers for the primary school level has been based on a 2-year programme for those who had passed the matriculation examination (A-levels), and on a 4-year programme for those who were either holders of the general secondary school certificate (realskole), or of the 9-year comprehensive school certificate. It is proposed, on the other hand, that the 4-year teacher training programme will continue for some time while the transition to the new system is being made.

Teachers for all higher levels of education must have a university degree.

Another major innovation proposed by the Bill is that the teacher training programmes will be integrated into the education programmes of the newly established district colleges. This serves the main purpose of relieving the load on the 17 general teacher training colleges and the institutions which train teachers in special vocational subjects, art, music, etc. The establishment of the district colleges has led to a very extensive programme of innovation and diversification of post-secondary education, both from the point of view of educational programmes and geographic distribution (cf. News-Letter 5/70).

The present Bill is the result of preparatory work carried out by the Teacher Training Council, the Ministry of Education and a number of expert committee since 1967. In December 1968 a Bill on Teacher Training was submitted by the Teacher Training Council and was sent to a large number of educational institutions and teacher organisations for opinion. Subsequent change of government delayed finalisation of the Bill.

Meanwhile an extensive pedagogic reform had taken place in the programmes of the teacher training colleges, to meet the needs created by the development at compulsory school levels, especially by the introduction of the new comprehensive school. Much of this reform work in teacher training could not be carried out within the framework of the 1938 Act on the Teacher Training Colleges, but had to be implemented on the basis of authority contained in the Act of 1954 on educational research and school experiments. As much as 70 per of the courses within the teacher training colleges have in recent years been organised on the basis of this Act. The new Bill is designed to normalise this situation.

371. 13 (481)

Text of Bill ; T.E.

SCANDINAVIA : BUDGET FOR NORDIC CULTURAL CO-OPERATION

The 1973 draft budget for Nordic educational, cultural and scientific co-operation was discussed by the Committee for Cultural Co-operation and the Ministers of Education and Culture at a recent meeting in Oslo. The draft budget covers projects for scientific research, educational innovation and cultural exchanges during the 1973 calendar year totalling 32 million Danish Kroner (about 23 million French Francs).

The Cultural Committee recommended that major emphasis be placed on accelerating co-operation between the television services of the five member States, and that co-operation in youth affairs be given high priority from the outset.

It should be noted that in addition to the Nordic cultural co-operation budget, the 1973 national budgets of the individual member States provide for projects of a common Nordic character totalling some 13.4 million Danish Kroner (about 10 million French Francs).

At the same meeting the Cultural Committee also discussed the future planning of its programmes, and decided that the long-term programming of Nordic cultural co-operation should be examined further at a meeting between the Ministers of Education and Culture of the five countries, and the Committee, to be held in autumn, 1972.

The Committee of Ministers of Education and Culture will now forward the draft budget to the Governments of the member States for normal processing and final parliamentary approval.

001.83:336, 5 (48)

Nordisk Kontakt No. 7/1972 ; T.E.

SUISSE : MODIFICATIONS DE LA CONSTITUTION ET CONCORDAT SCOLAIRE

Début juin, les cantons les plus peuplés de la Suisse, Zurich et Berne, se sont prononcés par consultation populaire pour le maintien du début de l'année scolaire au printemps. Il est à prévoir que les autres cantons de la Suisse germanophone qui n'ont pas encore voté cette question s'y rallieront. Il semblerait donc que 44 % de la population préférerait cette solution, alors que le Concordat sur la coordination scolaire (cf. News-Letter 6/70) avait proposé que toute la Suisse commence l'année scolaire en automne.

Face à cette situation, des décisions importantes ont récemment été prises. Fin juin, le Conseil National, première Chambre du Parlement, s'est prononcé sur la modification des articles constitutionnels sur l'enseignement et la recherche (cf. News-Letter 1/72). Le Parlement a d'abord décidé d'élargir l'article 27, 1er alinéa, dont le projet avait été formulé comme suit : "Chaque habitant a le droit d'acquérir une formation conforme à ses aptitudes". Il a été décidé par 82 voix contre 81 d'introduire dans la constitution fédérale le "droit à l'éducation" et non plus seulement le droit à la formation, comme proposé par le gouvernement fédéral et accepté par la seconde Chambre.

En plus, le Parlement a décidé de renforcer les compétences de la fédération que l'article 27 bis proposait de limiter à l'encouragement des efforts de coordination scolaire des cantons. Le Parlement a élargi cette compétence fédérale en stipulant que la fédération pourra également promulguer des décrets sur la coordination cantonale. Cette compétence, assez vaste, couvre tous les domaines du système éducatif et pourrait amener la fédération, au cas où le concordat intercantonal n'aboutirait pas à des résultats concrets, à octroyer aux cantons des règlements de coordination, même en ce qui concerne l'enseignement obligatoire qui leur est réservé.

Ces décisions du Parlement, qui a en outre ratifié sans modification le projet des nouveaux articles constitutionnels, ont confirmé le principe d'une responsabilité commune de la fédération et des cantons pour le développement du système éducatif dans le sens d'un fédéralisme coopératif. L'éducation préscolaire et l'enseignement obligatoire demeurent en principe de la compétence des cantons. Dans tous les autres domaines de l'éducation, la fédération sera à l'avenir le partenaire des cantons. Il est à prévoir qu'un conseil de l'éducation, groupant la fédération et les cantons, sera créé. Des lois pour toute la Suisse suivront ; d'abord sur l'enseignement supérieur, réglementation qui ne se bornera plus aux subventions fédérales, mais qui décidera des compétences dans ce domaine, des lois sur l'enseignement secondaire, l'enseignement professionnel et l'éducation des adultes, les bourses et l'éducation extrascolaire.

Au lendemain de la session parlementaire, la conférence des directeurs cantonaux de l'instruction publique s'est réunie et a voté unanimement les résolutions suivantes :

- Le concordat intercantonal reste la solution politique qui correspond le mieux à la structure fédérale de notre pays, tout en permettant de coordonner les systèmes scolaires cantonaux, dont la direction reste de la compétence des cantons.
- Les cantons qui adhèrent au concordat et qui remplissent totalement ou en grande partie les conditions d'adhésion continuent leurs efforts de réalisation.
- Pour les cantons qui ne font pas encore partie du concordat ou qui ne peuvent pas encore remplir l'une ou l'autre des conditions requises, on examinera quelles sont les possibilités leur permettant de remplir leurs obligations et les délais d'exécution.
- La coopération intercantonale tendant à réaliser les objectifs pédagogiques du concordat sera poursuivie et intensifiée.

A la fin de la séance, le président a conclu : "Le concordat intercantonal ayant un caractère juridique complexe, ne peut, de ce fait, être réalisé d'un jour à l'autre. Des lois fédérales ont aussi connu des difficultés. N'oublions pas les succès obtenus : prolongation de la scolarité obligatoire à neuf ans dans les cantons concordataires, élaboration des directives de statistiques scolaires comme base pour une éventuelle prospective, création d'institutions intercantionales, mise en oeuvre de commissions d'experts dans divers domaines. Un concordat, pour être effectif, exige du courage, de la ténacité et de la patience. La conférence des directeurs cantonaux de l'instruction publique défend cette solution qui satisfait l'ensemble du pays. "

37.014.552 (494)

Neue Zürcher Zeitung, 22 /23-VI-1972 ;
Communiqué de presse ; J. M. C.

SWEDEN : NEW PROPOSALS FOR ACCESS TO POST-SECONDARY EDUCATION

The Minister of Education, Mr. Ingvar CARLSON, recently presented to Parliament a Bill on the level of the qualifications conferred by the upper secondary school (gymnasieskolan) on its leavers, particularly as regards entry to university and other institutions providing tertiary education. The main principle of the Bill is that the upper secondary school should have no dead end lines preventing students from pursuing post-secondary education.

The gymnasieskolan was established in Sweden in the summer of 1971, combining into one integrated upper secondary institution three types of school, the former vocational school, the technical or "continuation" school and the gymnasium (see News-Letter 5/70), comprising a total of 22 main lines of study, each of which should provide reasonable opportunities for further study at the tertiary level.

The desirability of providing such opportunities becomes particularly evident from the fact that many talented pupils to-day choose the two-year gymnasial school line, rather than the three-year line, which hitherto had been the only one giving admission to higher education. However, it has also been felt necessary to take into account the demand of society that those who gain entry into higher education should have a reasonable expectancy of successfully completing their studies. In fact the Bill proposes that the starting level for university and college studies will remain in principle unaltered, and the proposed rules have been adapted to this principle.

The Bill is, for the most part, based upon the report of the Qualifications Committee and, like the report, makes a distinction between general and special qualifications as a condition for the pursuit of higher education. General qualifications are the requirements which have to be met by everyone who wishes to be admitted to a post-secondary programme of education. Special qualifications concern the prior subject knowledge required for specific fields of university study.

Access to higher education on the basis of general qualification

It is proposed that a pupil who has at least completed a 2-year programme of study in upper secondary education, and who has acquired a knowledge of English and Swedish corresponding to two years of study in the social line of gymnasieskolan shall be granted a general qualification for entrance to higher studies.

Furthermore, many adults have gained the sort of experience from working life which gives a sound general background for the pursuit of higher studies. It is precisely this type of background which the general qualification is supposed to cover. The Bill therefore proposes new ways by which adults can obtain the general qualification. Folk-highschool education that has included the same programmes of study of Swedish and English as the gymnasieskolan may in future qualify for access to higher education, as may courses organised by trade unions and private enterprises meeting the same requirement. Whether or not a given line of study within this sector can be regarded as of "gymnasial" level will depend on the individual case. A dispensation from the language requirement may be granted to adult students who can read English.

More extensive experiments in broadened admission to higher education are to be carried out. Persons aged 25 or over who have a minimum of 5 years' work experience in certain vocations will be entitled to study for a full degree in the subjects covered by these experiments. The earlier arrangement permitted studies only up to 60 points, i.e. an intermediate non-degree level. An orientation course for adult students, to serve as an introduction to post-secondary studies, will be organised on an experimental basis and conducted at local level. Experience gained from this experiment will determine whether a course of this kind should be included in the general qualification system for adults.

Special qualification for higher education

The Bill assumes that the proposed revision for the general qualification will lead to more exacting demands being made for specialist knowledge prior to admission to higher education at least in some fields. For example, it is expected that a greater knowledge of languages will be required of language students than hitherto. The exact scope and form of the prior knowledge requirements for special qualifications should, the Bill states, await the results of further inquiries. Concrete models are presented in the Bill only for certain fields where admission is already restricted, such as medicine and some technological subjects. It proposes no general increase in the requirements of prior knowledge for access to these lines of study.

Selection and grading system

The Bill proposes that the present rule for admission to higher education requiring that a student must have a minimum average grade of 2.3 be abolished (1 is the highest grade). On the other hand it should be possible to demand a certain minimum average grade in the case of the special qualifications. This question, too, the Bill proposes, should be studied further. Experience has shown that students have great difficulty in such university studies as mathematics and modern languages if their grade has been below two in the corresponding subjects at school. It should be possible, therefore, to introduce a recommendation that the university study programmes in these subjects require a student to have a minimum average grade of 3, and that those who have a lower grade be advised against choosing these subjects.

The rules on the basis of which applicants for higher education are selected should also, according to the Bill, be considered further in the light of ongoing research and inquiry. On the other hand, the Bill indicates certain guidelines. Experience of working life should, for example, be counted as a merit in the calculation of points. All students seeking admission to higher education should also undergo an educational aptitude test.

It is pointed out, however, that the results of such a test must be used with utmost care when deciding on the ability of the individual applicant to pursue post-secondary education. The test should mainly serve the needs of orientation, and not play a decisive role in the selection process. For applicants straight from upper secondary education the test would give a "second chance" to those who for one reason or another had failed at school. This, together with the merit points earned by work experience, should to some extent reduce the scramble for grades in upper secondary education. As far as adult students without formal qualifications are concerned, the results of the educational aptitude test should be taken as the main basis for consideration when deciding on their admission.

UNITED KINGDOM : WHAT SORT OF EDUCATION CAN BE AFFORDED ?

Mrs. M. THATCHER, Secretary of State for Education and Science, addressing the Association of Education Committees in June 1972, raised the question of whether the country could afford an accelerating growth in the level of academic expenditure. The Secretary of State pointed out that it was only in the late 1960's that the share of public expenditure devoted to education first reached 10 %. Since then it has gradually risen to 13 % and if the current growth rate continues, the level of educational expenditure for 1981-82 will amount to over 15 % of total public expenditure.

"If we are to be realistic", said the Secretary of State, "we must recognise that it may be difficult for the education service to sustain its present rate of growth, especially if that proved to be higher than the future rate of growth of public expenditure as a whole. I am not, however, led to the gloomy conclusion that we shall never be able to afford any further advances in the scope or standards of our educational provision. I say that emphatically. It would be surprising if existing politices did not turn out, on examination, to allow some scope for flexibility which we could use to accommodate some further advances. You will doubtless notice how carefully I am choosing my words. But behind the carefully chosen words we may find a slightly sterner reality."

Mrs. THATCHER went on to say that many people were of the opinion that the right strategy at the present time would be to concentrate on, and extend, the earlier stages of the educational system, thus helping as many children as possible to develop their educational potential. But a system of nursery education expanded to anything like the Plowden scale, even if provided very largely part-time and in nursery classes rather than nursery schools, would cost an extra £ 100 million in capital spending over ten years and would ultimately need 12,000 more teachers. (The Plowden Report - Children and their Primary Schools, HMSO 1967 - recommended that nursery education should be available to children at any time after the beginning of the school year after which they reach the age of three until they reach the age of compulsory schooling).

By 1981, some 50,000 extra teachers would be required simply to maintain the present staffing standards. This is because older secondary pupils need a much more favourable pupil:teacher ratio than younger children, and over the next ten years they will come to make up a much higher proportion of the total school population. Expanding nursery education and implementing the recommendations of the James Report on reform of teacher training (cf. News-Letter 1/72) could raise the number of extra teachers needed to 90,000. On top of that could be added 20,000 teachers for every 5 % of improvement in school staffing that it was decided to aim at during the decade. Even at today's salaries the employment of 50,000 teachers would cost about £ 100 million a year.

If the higher education sector continued to grow at the present rate, by 1981 the annual cost would rise at present prices from £ 650 million a year to £ 1,150 million. This rise of some £ 500 million over the decade (representing an annual growth rate of 6 %) would account for nearly half the total projected increase of expenditure in that period, and would be pre-empting the possibilities for improvements elsewhere in the education service. The Secretary of State envisaged, however, that as the many new foundations among the universities and the polytechnics grew to maturity during the 1970's, scope would be found for reduction in unit costs. She suggested that more attention should be given to the proportion of postgraduate students in higher education, as these contributed to a longer average length of course and the cost was considerably more expensive year for year than the average undergraduate course.

The Secretary of State emphasised that her remarks were directed not simply to saving money, but to finding room for some re-shaping of the balance of resources within education.

37.014.543 (41-4)

Education, 30-VI-1972 ; W.F.B.

UNITED KINGDOM : COMPREHENSIVE SCHOOLS APPRAISED

The third and final report of the National Foundation for Educational Research on comprehensive education (Ross, J. M. et al. A Critical Appraisal of Comprehensive Education, Slough, NFER.), a project which was sponsored by the Department of Education and Science in 1966, is an in-depth analysis of 12 comprehensive schools ranging in size from 270 to 1,018 pupils. The object of this close-up of 12 schools - all co-educational - was to see how far they were achieving the goals which comprehensive education has set itself.

The study did not, and never was meant to compare the educational progress of pupils within two types of system - selective and non-selective. However, in some areas, it did look at national statistics and some interesting parallels about examination attainments and leaving ages have been drawn. These show that the pupils in comprehensive schools are keener to stay on at school and take Ordinary Level and Certificate of Secondary Education examinations than expected from national figures.

Other findings give some degree of support to those who believe in mixed ability grouping of pupils for lessons. Pupils in mixed ability classes saw their schools more favourably, and honours were more equitably spread among pupils of different levels of ability in schools organised in this way. The study found no evidence that the more able boys and girls are handicapped by being taught under the same roof as their less able colleagues. Indeed, it seems that it is the schools themselves which are frequently handicapped because they are not recruiting the more able boys and girls in sufficient numbers.

The report found nothing to support the theory that larger schools give pupils less opportunities for settling down than the smaller ones, nor that comprehensive schools are like factories, pupils being stamped by one mould only - the variety of schools and their courses was remarkable, not their homogeneity.

The sample schools covered the whole range of possible types of banding and streaming. The study found proportionately more middle class in upper streams than working class children, but no more than their ability would warrant.

The researchers are critical of the distribution of "teacher resources" in some of the schools studied. After looking at the different sizes of classes attended by pupils of varying abilities and at the status of the teachers teaching these classes, they found that candidates for the Certificate of Secondary Education examination, for example, received less consideration than either more able or less able pupils. This, says the report, "can hardly encourage these average pupils to continue their formal education."

The allocation of resources in the majority of the schools was related to pupils' aspirations and ability and the researchers note that "it will no doubt be argued that new meritocratic barriers are being erected in the place of old social ones." At the same time, the allocation of resources was more equitable between pupils of different ability than in either grammar or secondary modern schools, and little relation was found between the distribution of resources and examination results.

373.553 (41-4)

The Times Educational Supplement, 9-VI-72; W.F.B.

UNITED KINGDOM : THE RANGE OF DISADVANTAGE

The National Children's Bureau has recently published a report which attracted great attention. (Davie, R., Butler, N. & Goldstein, H. : From Birth to Seven, London, Longman, 1972). The most persistent and striking finding of this survey of children born in England, Scotland and Wales in the week 3-9 March 1958 (some 17,000) is the extent of the disadvantages suffered by working class children and, in particular, by those from semi-skilled and unskilled families. That such disadvantage exists is well known. What is new, however, is the revelation of the range of disadvantage. New also is the more precise measurement of the gap on each count between the working-class and the middle-class child. It is so large that it is

bound to cause active concern, and to raise some doubts about the efficacy as a solution of simply magnifying nursery education and extending comprehensive education.

The effect of bad housing

Overcrowding, more than 1 1/2 people per room, is associated with poor educational attainment in the form of a reading retardation of nine months at the age of seven years, and poor adjustment in school. The same obtains when amenities are lacking or shared. The authors describe the prevalence of poor housing conditions among the children of the study as very disturbing : in Wales, almost one in 11 of the children were living in an overcrowded home, in England about 1 in eight, and in Scotland nearly two out of every five.

Regional variations

The Scottish seven-year-olds in the study were on average about 12 months advanced in reading and had only half as many backward readers compared with their counterparts in England and Wales. This could be attributable to different methods of teaching reading - the phonetic system is used in Scotland - or to the fact that Scottish parents more often read to their children than do parents in England and Wales. It was also found that the Welsh seven-year-olds in the study did particularly well in arithmetic.

Family size

Children from large families are at a considerable disadvantage in school. A seven-year-old from a one- or two-child family will have gained in reading age by about 12 months compared with a child from a five- or a more child family. The association with arithmetic attainment is much smaller, lending weight to the suggestion that it is in verbal skills that children from large families are most disadvantaged. Children from large families, whatever their social class, are less well adjusted in school.

Working mothers

A mother's working before her children start school is associated for the children with a three-month loss in reading age at seven, a month's lost progress in arithmetic, but normal school adjustment. A mother's working after her children start school is associated with a smaller loss in reading age (about two months), normal arithmetic attainment and slightly impaired social adjustment.

Social class and attainment

Nearly half of the children from unskilled families were poor readers at seven years compared with only one in 12 from professional families. More than one in 20 of the children from unskilled families were judged by their teachers to need special schooling compared with fewer than one in 500 from professional families.

Size of school classes

In 1965, 61 % of the English children in the study, 53 % of the Scottish and 31 % of the Welsh (58 % overall) were in oversize classes of 36 or more pupils. None of the analyses indicate higher attainment or better adjustment in smaller classes. However, the reading attainment of the children in small infant schools (100 or less pupils) was best, and that of children in medium-size infant schools was worst. Children in small infant schools did best in arithmetic attainment, and those in large infant schools (200 or more pupils) did worst.

From the study it is clear that if equality of opportunity is to be more than a mere catchphrase, a massive redeployment of resources is needed. The current debate about the structure of secondary and even higher education seems largely to ignore the fact that providing equal opportunities at these stages is really like closing the stable door after the pre-school or primary horse has bolted. Moreover, current attempts to provide equality of educational opportunity at the pre-secondary stage - educational priority areas,

pressure for more nursery schools and other pre-school provision, more primary school building - are not only too limited in extent, they are too narrow in scope. To tackle the problem on the educational front alone is to ignore its extensive ramifications.

373.2 (41-4)

The Times Educational Supplement, 9-VI-1972 ;
Education, 9-VI-1972 ; W.F.B.

UNITED KINGDOM : THE ECONOMICS OF THE OPEN UNIVERSITY

In a recent article Mr. L. WAGNER from the Open University Staff has made cost comparisons between the Open University and conventional universities in order to give some broad indication of the cost differences between the two types of institution in teaching students and producing graduates.

As a university has three main classes of product :

- men and women with degrees,
- research,
- the storage of knowledge and maintenance of cultural standards.

in any cost comparisons concerned with the cost of teaching and producing a graduate, the other two classes of product must be considered as well if the comparisons are to be fair.

Because the proportion of central academic staff to total teaching staff is relatively small at the Open University - the British Broadcasting Corporation, media production and regional part-time tuition staff all play a part in the teaching process - the proportion of its total expenditure allocated to research will be smaller relative to conventional universities. A rough estimate would be that whereas in conventional universities about 35 % of total recurrent expenditure could be allocated to research, at the Open University the figure might be a little less than 10 %.

As regards the storage of knowledge and maintenance of cultural standards, the Open University's contribution is not likely to be proportionately less than the contribution of conventional universities. The fact that the Open University library is meant to be a teaching library rather than a research library and that expenditure on library facilities is about 1 % of total expenditures, whereas in conventional universities it amounts to between 3 % and 4 % of the total, is not significant in overall expenditure terms.

Average recurrent cost per under graduate

There are five components to the Open University's teaching system, namely correspondence materiel, television and radio programmes, class tuition at local study centres and summer schools. The first three are impersonal, whereas the last two involve direct student-teacher contact. This system determines the cost structure. The fixed element in the Open University's recurrent costs in 1973 at 1971 prices has been estimated at £ 6,945 million, whilst the variable costs which comprise the average direct cost per student per year, amount to £ 2,232 million. Direct costs include such items as printing, postage, audio-visual aids, science home experimental kits and the provision of tuition and counselling services.

With a total recurrent expenditure of £ 9,18 million and 36,500 students, all of whom are undergraduates, the average recurrent cost per equivalent undergraduate at the Open University is £ 251.

At conventional universities there were a total of 302,920 undergraduate equivalents in 1968/69. Recurrent expenditure at 1971 prices comes to £ 284,7 million giving an average recurrent cost of £ 940,0.

An attempt at an explicit allowance for research costs can be made by reducing the Open University's recurrent cost figures by 10 % and the conventional universities' figures by 35 %. Average recurrent costs per equivalent undergraduate then become :

Open University :	£ 226
Conventional universities :	£ 611

The essential difference in costs between the two types of institution is in the nature of the input (part-time as opposed to full-time students) and the techniques of production. An attempt can be made to indicate the relative importance of these two differences by allowing for the cost differences between part-time and full-time students. Any cost differences remaining may then be attributed to the difference in production techniques.

Accepting the assumption of the Robbins Report (Higher Education, HMSO 1963) that for cost purposes two part-time students are equivalent to one full-time student, the Open University's number of full-time equivalent undergraduates is half the part-time number with the result that the average recurrent cost per equivalent undergraduate is doubled - £ 502. The conventional universities' number of full-time equivalent undergraduates becomes 281,927 giving a recurrent cost per student of £1010. If allowance for research costs is made these figures become £ 453 for the Open University and £ 656 for the conventional universities.

Capital cost per student place

The average capital cost per student place (including land and equipment but excluding residence) at conventional universities is likely to be in the region of £ 2,500 to £ 3,000 at 1970 prices. It is difficult to give a precise figure on account of the fact that the location of the university and the ratio of arts-based places to science-based places have an influence on the cost.

Whereas at conventional universities only a certain proportion of capital costs is independent of the number of students, at the Open University almost all capital expenditure is independent of the number of students. The major capital item which is dependent on the number of students is the correspondence section, which is in charge of collating, packaging and mailing material to students and which is likely to comprise about 15 % of total capital costs. If the present figure of 36,500 student places at the Open University were increased, capital costs would only rise marginally. Nevertheless even with only 36,500 students the total capital costs of the Open University are expected to be about £ 6 million at 1970 prices, producing a capital cost per student place of £ 165.

The crucial difference between the conventional universities and the Open University is that students at the Open University are not physically on the campus. This means that student cultural, recreational, library and miscellaneous facilities together with catering accommodation do not have to be provided. To obtain all these facilities the Open University student will use existing capacity in the economy at an extremely low marginal cost. A similar situation exists with regard to teaching accommodation. In conventional universities it is in the science subjects that the main burden of expenditure occurs. The cost of scientific laboratories at the Open University is for staff facilities for research and the preparation of correspondence material. Students' work is undertaken at home with the use of experimental kits hired from the University, and in the laboratories of existing institutions. These items are in fact part of the recurrent costs of the Open University.

Cost per graduate

In calculating the cost per graduate, due attention must be given to differentiating between degrees and diplomas, and between first degrees and postgraduate degrees. On the assumption that all diplomas count as half a first degree and that a postgraduate degree is equivalent to two first degrees, the cost per equivalent first degree graduate in conventional universities is likely to be near to £ 4,000 at 1971 prices.

The Open University calculation involves problematical assumptions about the future total student population and annual number of graduates. The University has itself assumed that there will be an eventual stable student population of 37,500 offering about 15,000 new places each year and involving recurrent costs of about £ 9,235 million. There is no reliable information on the number of likely graduates each year, but if the drop-out rate is 40 % then the cost per graduate will be £ 1,026. The drop-out rate at the Open University would have to reach 85 % before the cost per graduate would equal that of conventional universities.

Total resource cost per undergraduate

The Robbins Committee included four elements in the resource cost of universities - recurrent expenditure on teaching and research, resources employed in the use of existing buildings, capital cost of new buildings, cost of output foregone through the students not being in employment. For the conventional universities the resource cost per equivalent full-time undergraduate is estimated at £ 1,577 and for the Open University at £ 268. It should be noted that as students at the Open University are all either in full-time employment or else not seeking employment (e.g., housewives) no output is foregone as a result of their studying. There might be some reduction in productivity as a result of students working instead of relaxing in the evenings, but this is considered marginal.

Summary table

<u>Cost of the Open University and Conventional Universities</u>		
Calculation	Open University	Conventional Universities
Average recurrent cost per equivalent undergraduate	£ 251	£ 940
Capital cost per student place	£ 165	£ 3,000
Average recurrent cost per graduate	£ 4,000 at 85 % drop-out rate	£ 4,000 +
Resource per equivalent undergraduate	£ 268	£ 1,577

It would be imprudent to draw any definite conclusions from these figures. Nevertheless, the gap between the Open University and the conventional universities' figures is too large to be ignored and is unlikely to disappear when ex-post figures become available.

371.684 : 378 (41-4)

Higher Education Vol. I, No. 2, May 1972 ; W.F.B.